

Bai	Application by Lucas Healer for an Agricultural	l and Da	anna Nan Adharing
From:	Suzanne Smith Acting Director, Development	File:	AG 22-011619 RZ 22-011635
To:	Planning Committee	Date:	January 29, 2024

Re: Application by Lucas Hogler for an Agricultural Land Reserve Non-Adhering Residential Use and Rezoning of a portion of 12900 Steveston Highway & 11311 Rice Mill Road from "Agriculture (AG1)" to "Agriculture (AG3)"

Staff Recommendation

- That the application by Lucas Hogler for an Agricultural Land Reserve Non-Adhering Residential Use to allow seasonal farm labour accommodation at 12900 Steveston Highway & 11311 Rice Mill Road be forwarded to the Agricultural Land Commission; and
- That Richmond Zoning Bylaw 8500, Amendment Bylaw 10533, for the rezoning of a portion of 12900 Steveston Highway & 11311 Rice Mill Road from "Agriculture (AG1)" to "Agriculture (AG3)", and a zoning text amendment to the "Agriculture (AG3)" zone in order to permit more than one seasonal farm labour accommodation located on a lot without an existing single detached housing, be introduced and given first reading.

Suzanne Smith Acting Director, Development

WC:sds Att. 6

REPORT CONCURRENCE					
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER			
Fire Rescue Building Approvals	N N	pe Erceg			

Staff Report

Origin

Lucas Hogler, on behalf of Harry Hogler (Richmond Country Farms) has submitted an Agricultural Land Reserve (ALR) Non-Adhering Residential Use (NARU) application (AG 22-011619) and a rezoning application (RZ 22-011635) from the "Agriculture (AG1)" zone to the "Agriculture (AG3)" zone to allow the existing seasonal farm labour accommodation on a portion of 12900 Steveston Highway & 11311 Rice Mill Road. A location map and aerial photograph are provided in Attachment 1. The subject site is currently occupied by a singlefamily dwelling (on 12900 Steveston Highway), an active farm operation and associated farm buildings, roadside stand, farm-based winery, and seasonal farm labour accommodation.

Background

As part of the subject farm operation's participation in the Federal Government's Seasonal Agricultural Worker Program (SAWP), Richmond Fire-Rescue (RFR) inspected the seasonal farm labour accommodation on the subject site in 2022. Although all deficiencies from a life and safety perspective were addressed, it was identified that the existing seasonal farm labour accommodation on-site required applicable Agricultural Land Commission (ALC) and City approvals, including an ALR NARU application and rezoning application. The subject site is currently zoned "Agriculture (AG1)", which does not permit seasonal farm labour accommodation. A portion of the site is also zoned "Roadside Stand (CR)", which is not subject to the rezoning application and will remain. The purpose of the ALC NARU application and rezoning to the "Agriculture (AG3)" zone is to allow the existing seasonal farm labour accommodation on-site.

The proposal also involves a site-specific zoning text amendment to the "Agriculture (AG3)" zone in order to permit more than one seasonal farm labour accommodation located on a lot without an existing single detached housing, in order to accommodate the existing condition on this site only.

Findings of Fact

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 2).

Surrounding Development

To the North:	Across Steveston Highway, properties zoned "Agriculture (AG1)" located in the
	Agricultural Land Reserve (ALR).

To the South: Highway 99.

- To the East: Property zoned "Agriculture (AG1)", located in the ALR and leased to the subject farm operation for agricultural purposes.
- To the West: Steveston Highway Interchange.

Related Policies & Studies

Official Community Plan/Farming First Strategy

The subject site is designated "Agriculture (AGR)" in the Official Community Plan (OCP), which includes those areas where the principal use is agriculture and food production, but may include other land uses as permitted under the *Agricultural Land Commission Act* (ALCA). The proposal is consistent with this designation.

The OCP and Farming First Strategy also include policy indicating that seasonal farm labour accommodation, as an additional residential use, may be considered so long as the accommodation is accessory to the principal agricultural purposes and helps to support a farm operation in the Agricultural Land Reserve (ALR). The proposal is consistent with this policy.

Ministry of Transportation and Infrastructure

As the subject site is located within 800 m of an intersection of a Provincial Limited Access Highway and a City road, this proposal was referred to the Ministry of Transportation and Infrastructure (MOTI). Confirmation has been received from MOTI indicating no objection to the proposal. Final approval from MOTI is required prior to final adoption of the rezoning bylaw.

Floodplain Management Implementation Strategy

The proposal must meet the requirements of the Richmond Flood Plain Designation and Protection Bylaw 8204. Registration of a flood indemnity covenant on Title is required prior to final adoption of the rezoning bylaw.

Riparian Management Area & Environmentally Sensitive Area

The subject site contains a Riparian Management Area (RMA) 5 m buffer along the front of the property and Environmentally Sensitive Area (ESA) along the edges of the site. No impact to the RMA or ESA are proposed as part of this application.

Food Security & Agricultural Advisory Committee

The proposal was reviewed and supported by the Food Security and Agricultural Advisory Committee (FSAAC) at its meeting held on September 28, 2023. An excerpt from the September 28, 2023 FSAAC meeting minutes is provided in Attachment 3.

Public Consultation

In accordance with the City's Early Public Notification Policy, notice of the rezoning application was provided to residents within 100 metres of the subject site. In addition, a rezoning sign has been installed on the subject property. Staff have not received any comments from the public about the rezoning application in response to the early public notification or placement of the rezoning sign on the property. Public notification is not required for the application to the Agricultural Land Commission (ALC).

Should the Planning Committee endorse the rezoning application and Council grant 1st reading to the rezoning bylaw, the bylaw will be forwarded to a Public Hearing, where any area resident or interested party will have an opportunity to comment.

Public notification for the Public Hearing will be provided as per the *Local Government Act* and the City's *Zoning Bylaw 8500*.

Analysis

Application to the Agricultural Land Commission

The purpose of the application to the Agricultural Land Commission (ALC) is to allow the existing seasonal farm labour accommodation on-site. As per the *Agricultural Land Commission Act* (ALCA), agricultural land may have no more than one residence per parcel unless permitted by the Commission or the regulations. The ALR Use Regulation permits an additional residence if certain conditions are met. If an owner wishes to construct an additional residence not permitted by the regulations, the owner must submit a Non-Adhering Residential Use (NARU) application to the ALC. The ALCA also states that the Commission must not grant permission for an additional residence is necessary for farm use. In considering whether an additional residence is necessary for farm use, the Section will assess the scale and intensity of the farm operation.

ALC approval of the NARU application is required prior to final adoption of the rezoning bylaw.

Farm Operation

The family-owned farm operation (Richmond Country Farms) farms approximately 400 acres (162 hectares), comprised of land owned and leased, some contiguous and non-contiguous, throughout Richmond and the South Okanagan. The subject site associated with the seasonal farm labour accommodation is approximately 40 acres (16 hectares) and consists of 12900 Steveston Highway and 11311 Rice Mill Road. The minimum size of a farm operation associated with seasonal farm labour accommodation is 8.09 hectares, as per the AG3 zone.

The farm operation on the subject site includes grapes, blueberries, and pumpkins. The site also includes a roadside stand (Richmond Country Farms Market) that has been in operation since 1977, a yearly pumpkin patch festival (The Pumpkin Patch at Richmond Country Farms), a farmbased winery (Country Vines Winery) and yearly sunflower festival (Richmond Sunflower Festival). The applicant has provided evidence the site is classified as farm under the BC *Assessment Act*.

Seasonal Farm Labour Accommodation

The farm operation includes a total of 26 seasonal farm labourers, provided through the Federal Government's Seasonal Agricultural Worker Program (SAWP). The applicant has provided evidence that the application to this program was approved by the Federal Government. The applicant has indicated that the seasonal farm labourers are needed due to the heavy reliance on intensive hand labour when growing fresh market produce.

The buildings used to house the workers consist of four portable modular homes with a floor area of 89.2 m² (960 ft²) each, and a small cabin with a floor area of 55.7 m² (600 ft²). Three units are approved for six workers and two units are approved for four workers. The size per worker is approximately 13.9 m² (150 ft²) to 14.9 m² (160 ft²) of floor area. This is consistent with the City's AG3 zone which requires a minimum floor area of 10.0 m² (108 ft²) per occupant. The location and photos of the seasonal farm labour accommodation are provided in Attachment 4.

Richmond Fire-Rescue (RFR) inspected the accommodations in 2022 and all deficiencies from a life and safety perspective had been addressed. In addition, a Code Report was submitted by the applicant and reviewed by the City's Building Approvals Department, which determined that no further upgrades are needed to achieve compliance (Attachment 5). However, a Building Permit is still required to legitimize the existing seasonal farm labour accommodation. Prior to final adoption of the rezoning bylaw, a Building Permit must be submitted consistent with the submitted Code Report and to the satisfaction of the Director, Building Approvals.

Rezoning Application

The City's "Agriculture (AG1)" zone limits the number of residences to one residence per parcel. The City's "Agriculture (AG3)" zone allows seasonal farm labour accommodation, in addition to a principal residence, subject to specific conditions. The proposal includes rezoning a portion of the subject site from "Agriculture (AG1)" to "Agriculture (AG3)" in order to allow the existing seasonal farm labour accommodation. The remaining portion of the site is currently zoned "Roadside Stand (CR)", containing the roadside stand building, which is to remain. The AG3 zone also includes a number of provisions related to seasonal farm labour accommodation, including:

- Minimum farm operation size of 8.09 ha;
- Seasonal farm labour accommodation must be located on the same lot as an existing single detached house;
- Only one seasonal farm labour accommodation permitted per farm operation;
- A building used for seasonal farm labour accommodation shall not exceed 400 m²;
- Minimum floor area per occupant of 10 m²; and
- A building used for seasonal farm labour accommodation is considered a dwelling with all regulations relating to density, minimum and maximum setbacks, and height to apply.

In order to allow the existing seasonal farm labour accommodation at the subject site, a zoning text amendment to the AG3 zone is also required to permit more than one seasonal farm labour accommodation and located on a lot without an existing single detached house. In this case, there are five seasonal farm labour accommodations and three of them are located on a lot without an existing single detached house (11311 Rice Mill Road).

In addition, a legal agreement is required to be registered on title prior to final adoption of the rezoning bylaw to secure the following requirements as identified in the AG3 zone:

• must adhere to all relevant components of the Building Code and the City's Building Regulation;

- subject to inspections by the City during any 12 month period to ensure that occupation is in compliance with the regulations;
- does not need to be removed when not occupied by seasonal farm labour if the use is required on an ongoing, annual basis for the agricultural purpose of the farm operation;
- if no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state; and
- costs of removal of the seasonal farm labour accommodation and restoration to its original state are to be the responsibility of the property owner.

As per the AG3 zone, if seasonal farm labour accommodation is no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state.

Financial Impact

None.

Conclusion

Lucas Hogler, on behalf of Harry Hogler (Richmond Country Farms) has submitted an Agricultural Land Reserve (ALR) Non-Adhering Residential Use (NARU) application (AG 22-011619) and a rezoning application (RZ 22-011635) to allow the existing seasonal farm labour accommodation at 12900 Steveston Highway & 11311 Rice Mill Road.

The proposal complies with the applicable policies and land use designation contained in the Official Community Plan.

The list of rezoning considerations is included in Attachment 6, which has been agreed to by the applicant (signed concurrence on file).

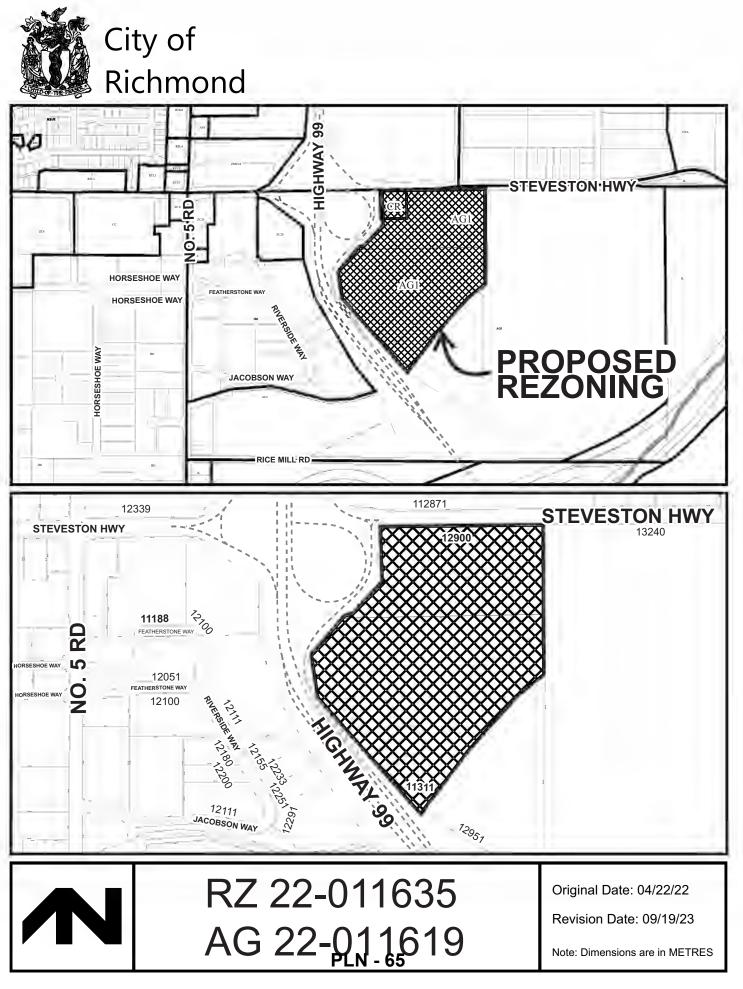
On this basis, it is recommended that the ALR NARU application be forwarded to the Agricultural Land Commission (ALC) and that Richmond Zoning Bylaw 8500, Amendment Bylaw 10533 be introduced and given first reading.

Steven De Sousa Planner 3

SDS:cas

Attachment 1: Location Map & Aerial Photo Attachment 2: Development Application Data Sheet Attachment 3: Excerpt from the September 28, 2023 FSAAC Meeting Minutes Attachment 4: Location and Photos of the Seasonal Farm Labour Accommodation Attachment 5: Code Report Attachment 6: Rezoning Considerations









RZ 22-011635 AG 22-01.1619

Original Date: 04/22/22

Revision Date: 09/19/23

Note: Dimensions are in METRES



Development Application Data Sheet

Development Applications Department

AG 22-011619 / RZ 22-011635

Address: 12900 Steveston Highway & 11311 Rice Mill

Road Applicant: Lucas Hogler

Planning Area(s): East Richmond

	Existing	Proposed
Owner:	Harry Hogler	No change
Site Size:	40 acres (16 hectares)	No change
Land Uses:	Farm business and seasonal farm labour accommodation	No change
OCP Designation:	Agriculture (AGR)	No change
Zoning:	Agriculture (AG1)	Agriculture (AG3)
Other Designations:	Agricultural Land Reserve (ALR)	Non-Adhering Residential Use for seasonal farm labour accommodation

Seasonal farm labour accommodation	Bylaw Requirement	Proposed	Zoning Text Amendment
Farm Operation Size:	Min. 8.09 ha	40 ac (16 ha)	None
Location of seasonal farm labour accommodation:	On the same lot as an existing single detached housing	On a lot without an existing single detached housing	On a lot without an existing single detached housing
Number of seasonal farm labour accommodation:	Max. 1	5	5
Floor Area – Building:	Max. 400 m ²	55.7 m ² to 89.2 m ² (each building)	None
Floor Area – Occupant:	Min. 10 m ² per occupant	13.9 m ² to 14.9 m ²	None
Density, setbacks, and height:	Consistent with single detached housing requirements	Complies	None

Attachment 2

Excerpt from the Meeting Minutes of the Food Security and Agricultural Advisory Committee (FSAAC)

Thursday, September 28, 2023 (7:00 pm) Webex

ALR Non-Adhering Residential Use and Rezoning Application at 12900 Steveston Highway & 11311 Rice Mill Road for Seasonal Farm Labour Accommodation

Steven De Sousa, Planner 3, Policy Planning, introduced the ALR Non-Adhering Residential Use and Rezoning applications and provided the following comments:

- The proposal includes two applications, a Non-Adhering Residential Use application to the Agricultural Land Commission (ALC) and a rezoning application, which are being processed concurrently;
- The purpose of the applications is to allow seasonal farm labour accommodation on the subject site;
- During an inspection of the accommodation by Richmond Fire-Rescue (RFR), it was identified that the existing seasonal farm labour accommodation on-site required an application to the ALC and rezoning application;
- The farm operation includes 26 seasonal farm labourers, provided through the Government of Canada Seasonal Agricultural Worker Program. The applicant has provided evidence that the Application for this program was approved by the Federal Government; and
- RFR has inspected the accommodations and all deficiencies from a life and safety perspective have been addressed. Additional reports are also required and will be reviewed by staff to assess compliance to BC Building Code to determine if any further upgrades are needed.

The applicant provided the following additional comments:

- The farm operation requires daily picking of farm product, which is labour intensive;
- Seasonal farm labour is essential to the daily operation of the farm;
- Attempts to house the seasonal farm workers in a single-family home off-site were unsuccessful as property owners would not accept the proposed number of people;
- The farm operation has successfully employed and accommodated seasonal farm labour on-site since the early 2000s; and
- The property owner was unaware of the ALC and City requirements for seasonal farm labour accommodation.

In response to questions from the Committee, Planning staff indicated that the proposed rezoning application would include the five buildings currently used for seasonal farm labour

accommodation. The applicant indicated that not all 26 seasonal farm workers are on-site at a given time.

The Committee expressed that seasonal farm labour is necessary for the farm operation and there would be no impact to the existing farm as a result of the applications.

The Committee passed the following motion:

That the Food Security and Agricultural Advisory Committee support the ALR Non-Adhering Residential Use and Rezoning Application at 12900 Steveston Highway & 11311 Rice Mill Road for Seasonal Farm Labour Accommodation (AG 22-011619 / RZ 22-011635).

Carried Unanimously



Photos of Seasonal Farm Labour Accommodation - 12900 Steveston Highway & 11311 Rice Mill Road









1105 Eyremount Dr West Vancouver V7S 2B9 Canada Earth ARCHITECTURE INC. +1 (604) 782-1941 AZUREAN

Project Description

Documentation of Employee Housing Code review for essential livability and life safety

Code Review

All units have washrooms / kitchens / washers + dryers One Storey stand alone housing units Combustible construction Not sprinklered Basis: BCBC 2018 Part 9

Units are not accessible This acceptable as all units are for seasonal farm employees All bedrooms have operable windows All units and bedrooms have 7ft. headroom or more. All units have adequate exiting.

All units appear structurally sound All units appear structurally sound All units are tight to the weather All units are tight to the weather and a mage was observed on the inside of any unit

All units generally conform to code and are fit to occupy.

15 Sept 2023. Issued for Review 5 Oct 2023. Issued for Review

Country Vines Winery Existing Employee Housing Review 12900 Steveston Hwy Richmond British Columbia Canada Earth Cover

[And Aerial Photo]

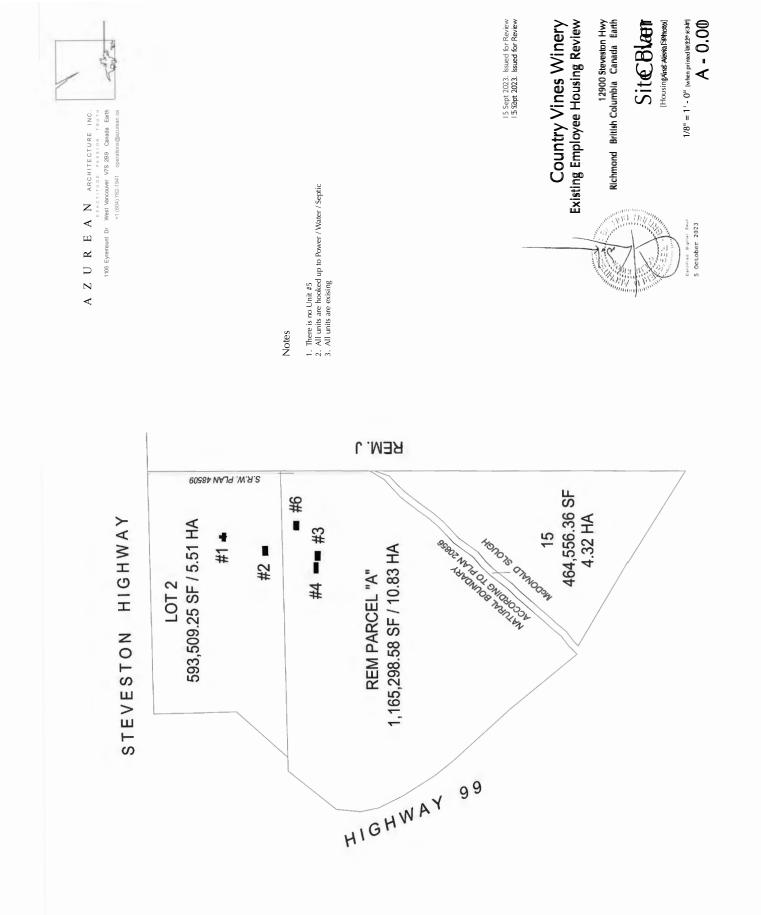
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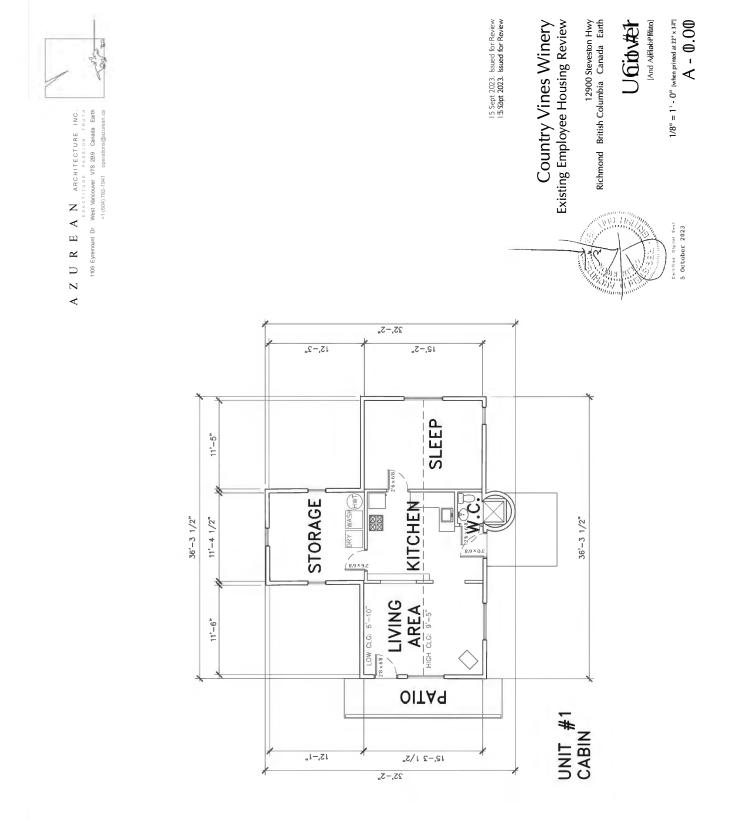
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Image Courtesy of Google Maps Approx. outline of Country Vines Vinery



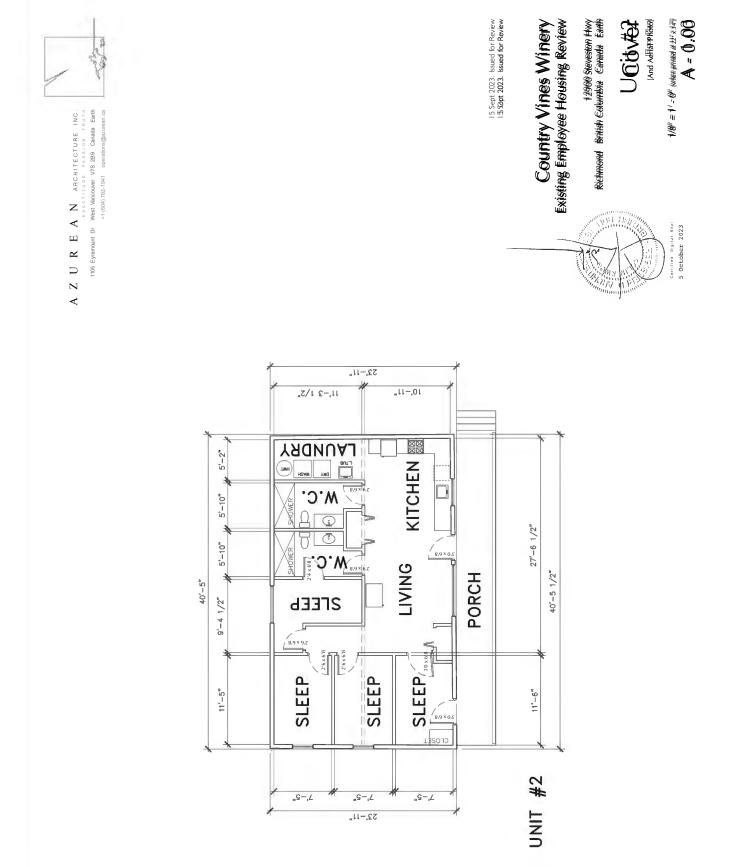




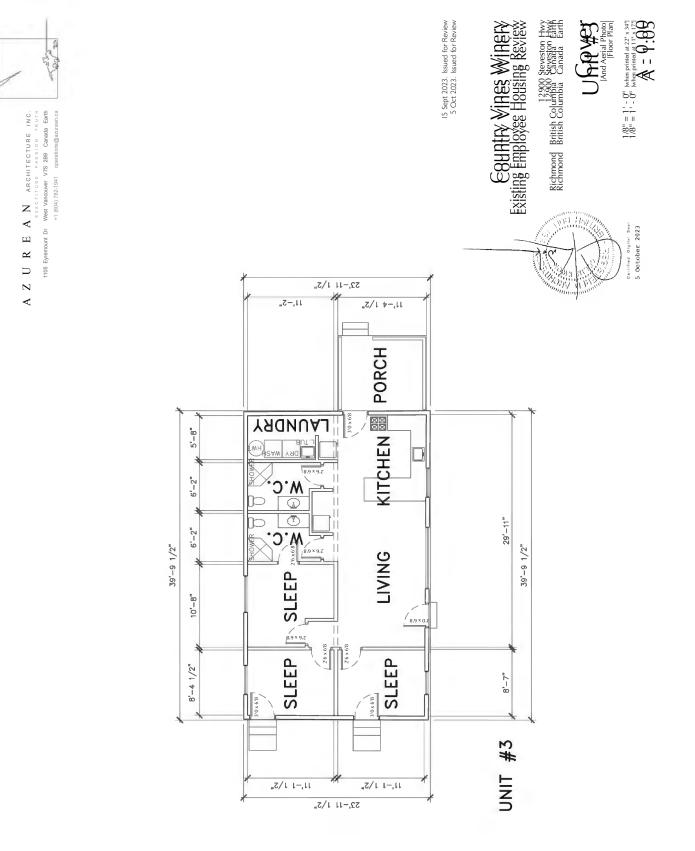


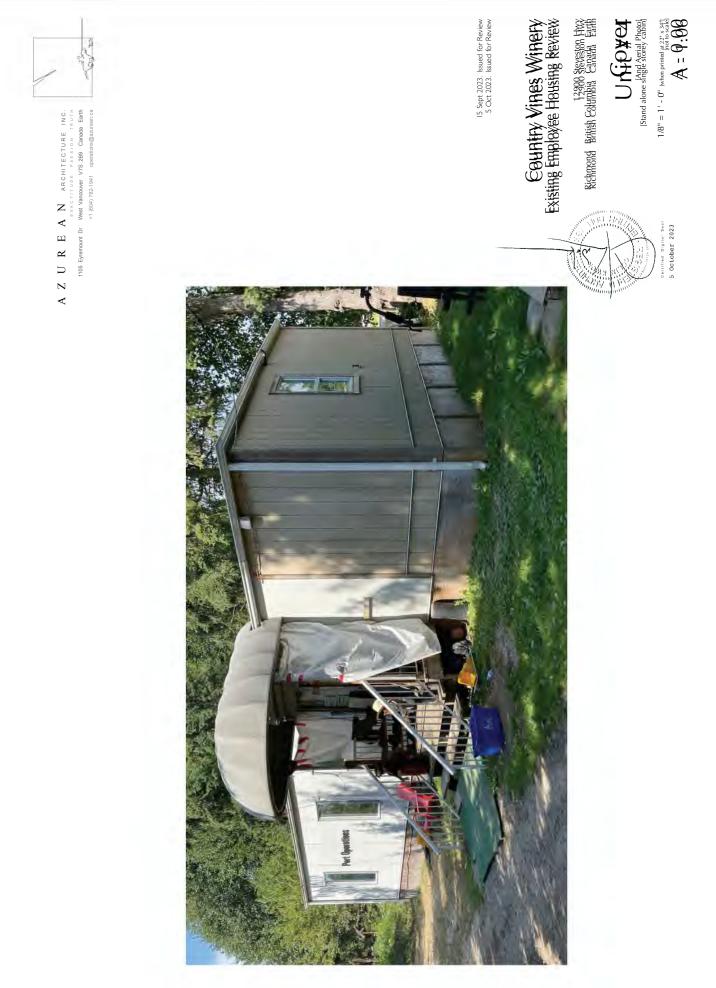


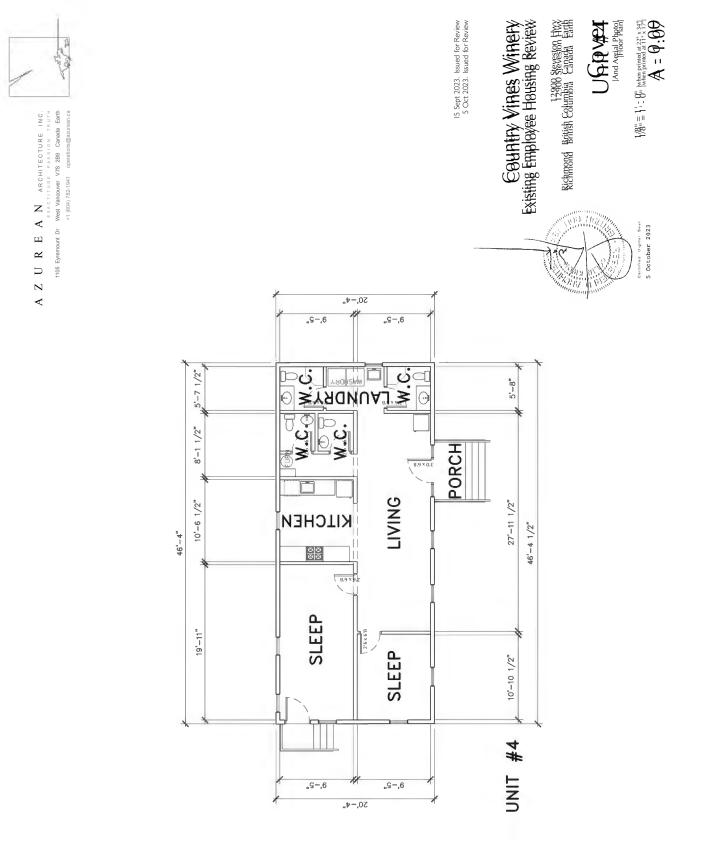
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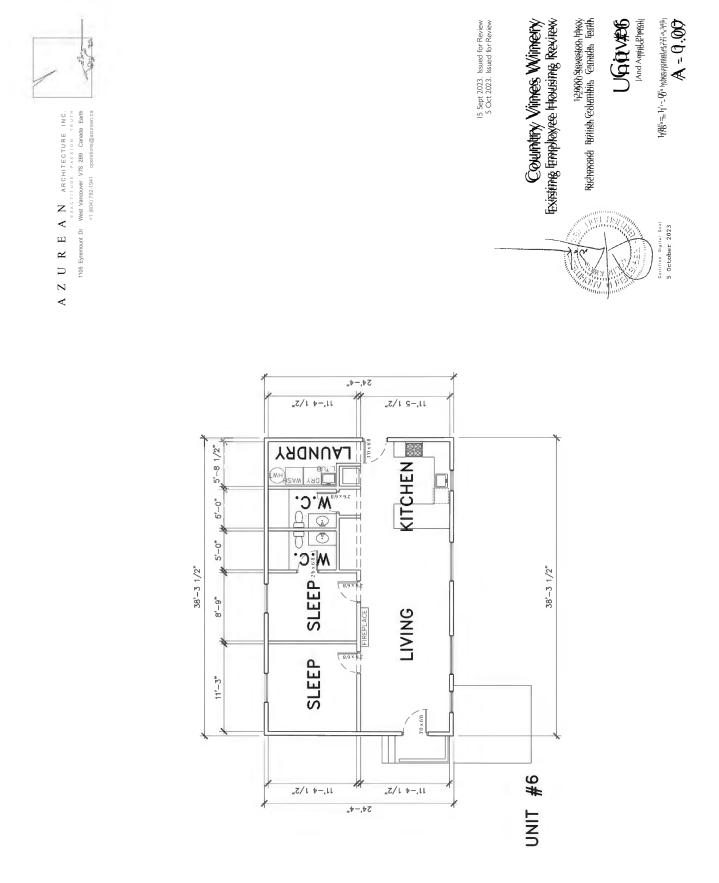














Development Applications Department 6911 No. 3 Road, Richmond, BC V6Y 2C1

Address: 12900 Steveston Highway & 11311 Rice Mill Road

File No.: RZ 22-011635

Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10533, the developer is required to complete the following:

- 1. Agricultural Land Commission (ALC) Approval of the Non-Adhering Residential Use (NARU) application.
- 2. Provincial Ministry of Transportation & Infrastructure Approval.
- 3. Registration of a flood plain covenant on title identifying a minimum habitable elevation of 3.0 m GSC.
- 4. Submission of a Building Permit application to legitimize the existing seasonal farm labour accommodation consistent with the submitted Code Report (dated October 5, 2023) and to the satisfaction of the Director, Building Approvals.
- 5. Registration of a legal agreement on title ensuring the following requirements as identified in the AG3 zone:
 - a) must adhere to all relevant components of the Building Code and the City's Building Regulation;
 - b) subject to inspections by the City during any 12 month period to ensure that occupation is in compliance with the regulations;
 - c) does not need to be removed when not occupied by seasonal farm labour if the use is required on an ongoing, annual basis for the agricultural purpose of the farm operation;
 - d) if no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state; and
 - e) costs of removal of the seasonal farm labour accommodation area and restoration to its original state are to be the responsibility of the property owner.
- 6. Payment of all fees in full for the cost associated with the Public Hearing Notices, consistent with the City's Consolidated Fees Bylaw No 8636, as amended.

Prior to Building Permit Issuance, the developer must complete the following requirements:

- 1. Building Permit (BP) plans must meet BC Building Code, Zoning Bylaw 8500, and requirements from Richmond Fire-Rescue (RFR) (including a pre-incident site plan prior to final inspection).
- 2. Submission of Building Permit (BP) plans consistent with the associated Agricultural Land Commission (ALC) Non-Adhering Residential Use (NARU) and rezoning applications.

Note:

- * This requires a separate application.
- Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encumbrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

• Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading,

ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.

• Applicants for all City Permits are required to comply at all times with the conditions of the Provincial *Wildlife Act* and Federal *Migratory Birds Convention Act*, which contain prohibitions on the removal or disturbance of both birds and their nests. Issuance of Municipal permits does not give an individual authority to contravene these legislations. The City of Richmond recommends that where significant trees or vegetation exists on site, the services of a Qualified Environmental Professional (QEP) be secured to perform a survey and ensure that development activities are in compliance with all relevant legislation.

[Signed copy on file]

Signed

Date



Richmond Zoning Bylaw 8500 Amendment Bylaw 10533 (RZ 22-011635) 12900 Steveston Highway & 11311 Rice Mill Road

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it "AGRICULTURE (AG3)".

That area shown cross-hatched on Schedule A attached to and forming part of Bylaw No. 10533.

- 2. Richmond Zoning Bylaw 8500 is further amended by:
 - a. Inserting the following into Section 14.1.11.10 (Other Regulations) in the Agriculture (AG3) zone and renumbering accordingly:

"The following are **site**-specific **zone** regulations for the purposes of accommodating **seasonal farm labour accommodation**, applicable only to the **lots** located at:

12900 Steveston Highway PID 003-568-539 LOT 2 SECTION 6 BLOCK 3 NORTH RANGE 5 WEST NEW WESTMINSTER DISTRICT PLAN 20856

11311 Rice Mill Road PID 003-568-491 PARCEL "A" (RD22377E) LOT 1 EXCEPT: THAT PORTION OUTLINED RED ON PLAN WITH BYLAW FILED 58487, SECTION 6 BLOCK 3 NORTH RANGE 5 WEST NEW WESTMINSTER DISTRICT PLAN 20856, EXCEPT PART IN PLAN EPP35457

a) the **seasonal farm labour accommodation** can be located on a **lot** without an existing **single detached housing**; and

b) a maximum of five seasonal farm labour accommodations are permitted per farm operation.

3. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 10533".

FIRST READING

A PUBLIC HEARING WAS HELD ON

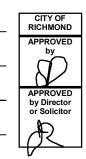
SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE APPROVAL

ADOPTED



MAYOR

CORPORATE OFFICER



